DOCUMENT RESUME

ED 315 436 TM 014 459

TITLE	Local Designation of Qualified Teachers, LEP Staffing Option 3: Criteria and Procedures for Designating Primary Language and/or English Language Development Teachers. Technical Assistance Manual.
INSTITUTION	California State Dept. of Education, Sacramento. Bilingual Education Office.
PUB DATE	Sep 89
NOTE	52p.
PUB TYPE	Guides - Non-Classroom Use (055)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Administrator Guides; *Bilingual Teachers; Elementary Secondary Education; *English (Second Language); Evaluation Criteria; Limited English Speaking; *Native Language Instruction; Program Guides; *School Districts; *Second Language Instruction; *Teacher Certification; Teacher Qualifications; Technical Assistance
IDENTIFIERS	*California; Teacher Competency Testing

ABSTRACT

California school districts are authorized to designate qualified teachers--who do not hold special Commission on Teacher Credentialing-issued documents authorizing bilingual or English language development instruction--to provide English language development and/or academic instruction via the primary language to limited-English-proficieht (LEP) students. This technical assistance manual is designed to assist California school districts in the development of special assessments and the preparation of applications for approval of criteria and procedures to be used in local designation of teachers. The manual is to be used in conjunction with related California Department of Education (CDE) publications, particularly, the "Guidelines for Proficiency Tests." The manual includes an outline of the necessities involved in determining the feasibility of initiating and implementing a program and a workplan. The workplan covers determination of areas of designation, construction or selection of evaluation instruments, validation of instruments, documentation of assessments, establishment of a notification procedure, establishment of a follow-up evaluation procedure, establishment of record-keeping procedures, and preparation and submission of an program application to the CDE. Appendices include a sample format for application to the CDE for approval of local designation criteria and procedures; staffing options for services to LEP students; and lists of criteria for local designation, approved assessment agencies, and suggested competencies for teachers. (TJH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

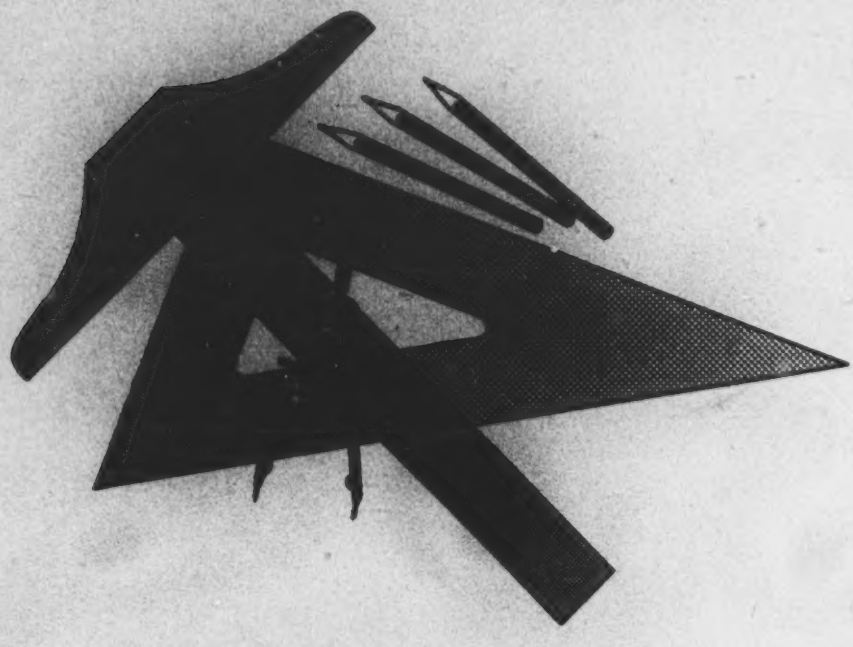
ED315436

Technical Assistance Manual

LOCAL DESIGNATION OF QUALIFIED TEACHERS

LEP Staffing Option 3

Criteria and procedures for designating primary language and/or English language development teachers



CALIFORNIA STATE DEPARTMENT OF EDUCATION

Consolidated Programs Management Unit
and
Bilingual Education Office

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

September 1989

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Norman C. Gold

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

This Manual is intended for technical assistance. The detailed suggestions do not constitute statutory or regulatory requirements. Rather, the Department is providing guidance based on: (1) a review of the professional literature covering teacher certification assessment, and (2) a review of the legal requirements for such assessment, as well as on the federal and state statutes and legal opinions which require the employment of qualified teachers to provide the specialized instruction in English language development and in the primary language that is needed by LEP students.

Districts choosing to follow these recommendations should be able to demonstrate that the procedures and assessments chosen will result in valid and reliable local designation of qualified teachers, and will be able to obtain Department approval.

Districts choosing approaches that differ from those recommended here will receive Department approval as long as assessments and procedures used for local designation are of sufficient validity and reliability to enable teachers, administrators, parents, and the public at large to have confidence in the accuracy of the designations.

Contents

Preface v

Introduction 1

Determine Feasibility 8

Workplan 10

1. Determine Areas of Designation 10
2. Construct or Select Instruments 12
3. Validate Instruments 16
4. Document the Assessment(s) 22
5. Establish a Notification Procedure 23
6. Establish Follow-up Evaluation Procedures 24
7. Establish Record-keeping Procedures 25
8. Prepare and Submit an Application to the Department 25

Notes 27

References 31

Appendices 35

A Criteria for local designation [October 1988] 36

B Suggested Competencies for Teachers 38

C Sample Format for Application to SDE 42

D CTC and SDE Staffing Options for Services to LEP Students 44

E CTC-Approved Assessor Agencies 45

Preface

Since the sunset of the Bilingual Education Act in June of 1987, the California State Department of Education has summarized the remaining requirements affecting students of limited English proficiency in the *Coordinated Compliance Review (CCR) Manual* and several program advisories. Of particular note is the advisory of May 20, 1988, which describes five major instructional and staffing approaches available to school districts which enable them to operate programs in compliance with federal and state requirements. On February 10, 1989 another advisory presented a sixth option for districts which enroll small and scattered distributions of LEP students from particular language groups.

This manual covers **Option 3**, which provides for the development of local criteria and procedures which may be used by school districts to determine that teachers who do not hold special Commission on Teacher Credentialing (CTC)-issued documents authorizing bilingual or English language development instruction are fully qualified to provide the specialized instruction needed by LEP students.

The teacher competencies [See Appendix B], standards, criteria, and procedures discussed below are **recommended** as minimums. Alternative standards or procedures may be approvable [See box below].

The manual is accompanied by Guidelines for Proficiency Tests[1], published by the Department in response to requirements for student competency assessments. While developed from the perspective of the assessment of student proficiency in basic skills, the Guidelines contain test and measurement standards that are fairly well agreed upon and are generally applicable to all educational assessments. Nevertheless, a school district may vary somewhat from these recommendations, as long as the technical adequacy of assessments used to designate teachers is ensured.

NOTE: The suggestions in this document are for technical assistance purposes only. The manual is not to be interpreted as a set of required activities.

Districts choosing approaches that differ from those recommended here will receive SDE approval as long as assessments and procedures used for local designation are of sufficient validity and reliability to enable teachers, administrators, parents, and the public at large to have confidence in the accuracy of the designations.

This manual reviews the federal and state legal background which authorizes districts to exercise the option to designate qualified teachers, and provides a definition of **local designation**. It provides suggestions on organizing a district team and a series of questions which will be useful for determining whether this option is feasible for a given school district.

Another major section describes the role that **local designation** may play as it interacts with one or more of the other staffing options, and highlights **interim assignment** of teachers which is acceptable and requires no Department approval under Option 3. The main body of the manual recommends the steps to follow in the development of comprehensive criteria and procedures for **local designation**, and is to be used in conjunction with the Guidelines for Proficiency Tests [hereafter, Guidelines].

Technical and legal references are included as well as appendices that provide a sample format for use in requesting Department approval of **local designation criteria and procedures**. The complete list of current CTC and Department staffing options for services to LEP students is also attached.

While the Department has endeavored to include all material necessary for developing criteria and procedures for local designation, it has not been possible to present an exhaustive treatment of several complex topics such as: teacher certification testing[2], or test development and validation[3]. Districts considering the development of local designation criteria and procedures will need to look beyond the present manual and the Guidelines to persons with expertise in tests and measurement, and research and evaluation, and may need to consult various additional references.

Acknowledgements

This manual was prepared by Norman C. Gold, Consolidated Programs Management Unit, and Arturo M. Vasquez, Bilingual Education Office. Special thanks are due to a number of individuals who carefully critiqued part or all of the manuscript in its various drafts, and provided valuable comments and suggestions: Jim Nivette, Alice Addison, Maria Quezada, Dorothy Martinez, Sarah Gomez, Jennifer Bell, Clara Chapala, David Dolson, Claire Quinlan, and Leroy Hamm. Administrative support for the production of the manual was provided by Bill Waroff, Doug Cooper and Shirley Leonard of the Consolidated Programs Management Unit. Vicki Lee worked WordPerfect miracles under impossible time lines to create a most readable text.

WADE BRYNELSON
Assistant Superintendent
Compliance and Consolidated Grants Management Division

RAMIRO REYES
Assistant Superintendent
Categorical Support Programs Division

Introduction

As a result of the "sunset" of the Bilingual Education Act on June 30, 1987, school districts are authorized to designate other qualified teachers to provide English language development and/or academic instruction through the primary language to limited-English-proficient (LEP) students, in addition to those authorized by the Commission on Teacher Credentialing. This local designation option was specifically affirmed by the opinion of the state's Attorney General in 1988, responding to a request by CTC.[4]

Pursuant to its legal responsibility to "establish the minimums for the implementation of language remediation programs and enforce those minimums," all districts which select the local designation option [Staffing Option 3] must submit the criteria, assessment instruments, and corresponding procedures to the Department for review and approval via the district's Consolidated Application for Categorical Funding.[5]

Recently-revised **teacher misassignment** rules provide a separate, but compelling rationale for districts to employ and assign properly qualified teachers to instruct LEP students[6]. These rules are part of the current context for judging the appropriateness of teacher qualifications for **any** assignment. Of course, English language development and primary language teachers must be fully qualified for **their** assignments.

Purpose

The purpose of this Technical Assistance Manual is to assist California school districts in the development of special assessments and the preparation of applications to the Department for approval of criteria and procedures to be used in the **local designation** of teachers. The manual is designed to be used in conjunction with related Department publications, especially the Guidelines for Proficiency Tests.[7]

This section provides a definition of **local designation** and a discussion of why it is necessary for local criteria to be valid and reliable. It contains an explanation of how **local designation** can be used as one means to remedy a shortage of teachers, describes **interim assignment** as a temporary remedy of any shortage, provides some examples of the advantages and disadvantages of using this option, and concludes with an explanation of which agencies can obtain assesor status

Local designation does not include validation of the general teaching ability of teachers; that is the domain of CTC credentials and certificates. Rather, it is a means by which the specialized ability to teach LEP students may be validated at the local level.

Local designation of qualified teachers of limited-English-proficient students is the determination, through objective measures, that teachers possess the additional, specialized knowledge and ability to provide English language development and/or primary language instruction to limited-English-proficient students. It is applied only to teachers who already hold valid basic CTC credentials appropriate for their assignment.

Local designation includes:

- The use of standardized criteria and procedures which are implemented to ensure that individual teachers possess the necessary professional ability to carry out their respective assignments, and,
- The issuance of a **supplemental authorization** by the district, which entitles the teacher to work as a fully-qualified English language development and/or primary language teacher in the district conducting the designation.

Local designation in this context does *not* apply to those teachers who are simply assigned to classrooms which enroll LEP students. To receive local designation, these teachers must be determined to meet the specialized standards of competency.

Valid and reliable local criteria

The Department has a responsibility to ensure that Option 3 provides a **valid and reliable** alternative to CTC standards. In our May 20, 1988 Advisory[8] we informed school districts that: *Under federal case law, the Department has a legal obligation to supervise (California's) local school districts; to establish minimums for the implementation of language remediation programs; and to enforce those minimums.*

We have incorporated this perspective into the Manual. Furthermore, professional standards agreed-upon by the American Psychological Association, American Educational Research Association, and the National Council on Measurement in Education, and national trends in teacher certification assessment[9] point clearly to the need for any assessments used as alternatives to CTC credentials for bilingual or English language development teachers to be psychometrically sound and of established validity and reliability.

In addition to the requirements of state and federal law regarding services to LEP students, there is a growing body of literature documenting the practice of teacher certification assessment. This literature points out the advantages of various approaches, and the steps which should be taken to avoid bias and arbitrariness in the issuance of teacher certification.

States like Florida and Texas, and California have employed statewide teacher assessments for entry-level certification as well as for supplementary certification in selected specialties. The literature cautions educational agencies to use care in the development and administration of assessment programs in order to ensure valid certification, and to avoid legal challenges.[10]

Local designation as one means to remedy the shortage of teachers

When districts experience a shortage of qualified teachers, they are to develop a Plan to Remedy that shortage [Staffing Option 4], and submit the plan to the Department for approval via the Consolidated Application for Categorical Funding. Should the district choose to use the option of **local designation of qualified teachers** [Staffing Option 3] as one means to remedy a shortage of teachers, it must develop criteria and procedures for such **local designation**, and submit a separate application to the Department for approval using the same Consolidated Application.

Due to the time that has elapsed since the sunset of AB507 in June of 1987, a number of school districts already have developed criteria for **local designation** of teachers, trained teachers, and even assessed a number of them using district instruments. In many cases such procedures are merely **interim** measures to assess teachers and assign teachers in training to classes serving LEP students. They are not **local designation** as defined above, for the districts have not intended their local procedures to result in a **final**, district designation of qualified teachers.

Interim assignment as a temporary remedy

Several districts have included in their preliminary plans for **local designation** procedures and criteria which either duplicate the already authorized categories of teachers [See Appendix D], or which are **interim assignments** enroute to some subsequent CTC authorization. These assignments of temporary status to teachers are not **local designation** in the sense used throughout this Manual, but--in most cases--can be considered acceptable **interim assignment** of teachers to conduct all or part of the instruction required by LEP students. No approval from the Department is required for this temporary assignment of teachers. Some of these special situations are discussed below:

- ***Teacher-in-training.*** This includes various types of teachers assigned on an interim basis to provide English language development instruction to LEP students and/or who are assigned to ensure that academic instruction through the primary language [CCR item LEP.3] is provided to those students who need it. Such teachers may serve on an **interim basis**[11] **AS LONG AS** they are participating in training to deliver the required English language development instruction, and/or they are adequately trained to ensure the delivery of the academic instruction through the primary language that LEP students require, by means of appropriate supervision and direction of the work of a qualified bilingual paraprofessional.[12]

These teachers must hold standard or general multiple subject or single subject credentials appropriate to their current assignment, and may have been assessed by the district, or the district in conjunction with some assessor agency (county office of education, college or university, etc.). The assessment(s) may even have resulted in some level of interim verification of the teacher's English language development methodology or bilingual methodology competencies or her proficiency in a non-English language.

As long as the term of the district interim assignment of the teacher is for no longer than the Department of Education-approved term of the district's Plan to Remedy the Shortage, the teachers in training need not be officially designated; nor is Department prior approval required for the standards and criteria used by the district to select teachers for such interim assignments.

Under the terms of a CCR the Department may review the adequacy of the training provided to the teachers in training, to determine if, under the terms of the *CCR Manual*, the training *results in qualifying existing and future personnel in the bilingual and cross cultural teaching skills necessary to serve each LEP student.*

In general, **teachers in training** should be:

Undergoing training of sufficient scope and intensity which is likely to lead them to become fully qualified under the terms of the district's Plan to Remedy the Shortage[13], and/or,

Sufficiently trained to the point where they can provide **at least part** of the instruction required by CCR items LEP.2, LEP.3, LEP.4, and LEP.5, and can ensure that the balance of instruction is provided through the supervision of a qualified bilingual paraprofessional or by means of teaming with other qualified teachers.

▪ ***Teachers in training who pass the LDS test.*** Teachers who have passed the Language Development Specialist test, but do not yet hold the Language Development Specialist certificate [They may not have completed the 6 credits of foreign language study] may serve as **teachers in training.** These teachers may be considered teachers in training **for the term of the district's Plan to Remedy the Shortage**, and are qualified as such for that term to provide English language development instruction.

These teachers may be eligible for CTC-issued Language Development Specialist certificates if they present documentation of six credits of college or university foreign language study, **or its equivalent** (including BTTP study of the foreign language, or other equivalent extension courses or district-provided in-service trainings) and they meet the other prerequisites for the LDS certificate.

Furthermore, application for permanent **local designation** as a teacher of English language development may be made to cover persons who have a documented passing score on the Language Development Specialist examination, and for whom the district proposes a training or an assessment alternative to the six credits of foreign language study which is required for a full Language Development Specialist certificate. Such an alternative might particularly be useful for teachers of English language development who will work with students of one of the lesser-taught languages (languages other than Spanish, such as Cambodian, Lao, Hmong, Armenian, Farsi, etc.).

- ***Teachers who have passed parts of the BCC.*** Teachers who have passed the Culture and Methodology sections (Sections [b] and [c]) of the Bilingual Certificate of Competence examination may serve in the same capacity as someone who holds the Language Development Specialist Certificate. Commission on Teacher Credentialing rules permit such persons to function as Language Development Specialist certificate holders [until August 15, 1993] if they taught at least one year on a bilingual waiver, and if they passed the Bilingual Certificate of Competence sections on Culture and Methodology prior to June 30, 1987.[14]

Under the current **LEP Staffing Option 4** a district may elect to adopt a similar policy for teachers who passed sections (b) and (c) of the BCC exam **after** June 30, 1987. In such cases, districts obtain verification that the teacher has passed sections (b) and (c) of the BCC exam. This policy can be in effect until August 15, 1993. Until that date, the teachers in this **interim assignment** status should be enrolled in a training program leading to full qualification for their assignment.

In addition, teachers passing the Culture and Methodology sections of the Bilingual Certificate of Competence may be assessed with some locally-developed measure(s) (subject to Department approval) for subsequent **local designation** as either English language development or primary language teachers. In such case, the district would follow all the procedures for Department approval of the **local designation option** outlined below.

Another way in which districts can use a combination of CTC examinations and CTC-approved programs to qualify teachers without having to develop independent assessments for **local designation** is to have teachers who have passed sections (b) and (c) of the BCC exam assessed in the target language by IHEs having an approved bilingual credentialing program or by a foreign language department in the target language (See Appendix E). In this latter case, the district should apply to the Department for approval to use the IHE assessment(s) in conjunction with the BCC examination, if it will issue a final supplemental authorization (**local designation**) based on the combined assessments.

Qualified teachers for CCR item LEP.4

Note that any CTC-authorized or **locally designated** teacher who is qualified to teach English language development, may, without any additional Department-approved district-designation provide "specially designed academic instruction in English", or "sheltered" English content instruction, as well as English language development, *IF that teacher holds a general authorization for the content instruction, and IF the teacher has been provided sufficient training designed to enable him/her to deliver the content instruction in a "sheltered" mode.*[15]

Several school districts have proposed including teachers of sheltered English content classes among those to be assessed for English language development/sheltered methodology, and for inclusion among those to receive **local designation** or to be trained for

LDS Certificates. This is one appropriate way for the district to document the qualifications of the persons assigned to provide specially designed academic instruction in English [CCR item LEP.4]. However, teachers who hold neither CTC authorizations for English language development (ELD) or primary language instruction, nor **local designation** for same, may also provide **specially designed academic instruction in English** *IF they hold a general authorization for the content instruction*, and *IF they have been provided sufficient training designed to enable them to deliver the content instruction in a "sheltered" mode.*[16]

Application to the Department

Should the district now choose to proceed with **local designation**, then the entire district process must undergo Department review and approval as outlined in this manual [See Appendix C]. Any previous work done in assessment will serve as a pilot effort, and a pretest of items and instruments, which will be the foundation upon which to build the final **local designation** process.

The Department will determine the adequacy of all such local criteria, including assessment instruments, cut-off standards, and procedures, using the specifications outlined in the May 20, 1988, Program Advisory and the checklist entitled "Criteria for Local District Designation of Qualified Teachers of LEP students." [See Appendix A].

Districts which wish to locally designate teachers must submit assessment instruments and accompanying procedures to the Department for approval by November 1, 1989. Districts may be approved to designate teachers for (1) English language development and/or (2) primary language instruction.

Districts unable to make the November 1st deadline may submit a compliance agreement on form CTS-4 which contains a description of specific activities and accompanying time lines to develop and administer teacher assessments. These must be submitted if the district's current compliance status is affected by local designation. Otherwise a compliance agreement is not necessary. Compliance agreements are valid for a maximum of six months at which time the assessment instruments and procedures must be submitted to the Department for review.

Advantages and Disadvantages

- ***Advantages.*** Local designation of teachers may bring with it the advantages of more locally-relevant criteria, more convenient assessments at a time and place of district choosing, easier but still rigorous criteria. An additional advantage -- where **local designation** is linked to a specific district-designed training program -- is that of teachers more fully knowledgeable about the district's own program for LEP students. A **local designation** process that includes comprehensive training and assessment may even result in teachers who have knowledge and skills beyond those typically found in holders of CTC bilingual credentials or Language Development Specialist certificates.

- ***Disadvantages.*** Among the possible disadvantages of **local designation**, are the costs of development of local assessments,[17] the difficulty of establishing their validity and reliability, the probable legal exposure to allegations of bias or unfairness,[18] the administrative burden and costs of test administration, scoring, and security, and the costs of management-bargaining unit negotiation on evaluations.[19] Further, teachers who receive a local supplemental authorization may have difficulty in transferring it to a school district with different criteria and standards.

Finally, while **local designation** may result in a local supplemental authorization to teach English language development and/or academic instruction through the primary language, it may also result in a denial of such authorization. There are federal statutes and regulations regarding fair employment practices which must be taken into account in the development of teacher certification assessments.[20] In addition, federal case law requires that LEP students be provided specialized instruction by qualified teachers, or, should that not be possible due to a shortage, that the teachers assigned to deliver specialized instruction be provided and participate in training designed to qualify them for their assignment.[21]

The use of the **local designation** option may result in a permanent employment and personnel responsibility which must be exercised with a great deal of care. This is true since the local designation amounts to local supplemental authorization that a given teacher is fully qualified to provide the specialized instruction that LEP students require.

The issuance or denial of an authorization may be open to challenge at any time, and should be exercised with adherence to widely-accepted professional standards.[22] Once a district issues local designations to meet an initial shortage of qualified teachers, it will have an ongoing responsibility to evaluate the teachers so designated, and may need to assess any new candidates who present themselves for designation in future years should the district choose to continue use of the option.

Agencies which can obtain assessor status

Any local school district may develop and use the **local designation** option as long as the criteria and corresponding procedures are approved by the Department. School districts may form cooperatives or consortia for this purpose.

Local districts may also enter into agreements and/or contracts with county offices of education, institutions of higher education, educational centers, or private firms for the development and/or application of **local designation** criteria. Whenever districts enter into an association with another district or agency, a **lead district** should be identified for the purpose of submitting criteria, assessment instruments and procedures to the Department. The other cooperating districts need only submit a short application to the Department [See Appendix C for sample formats for the application].

A district choosing to exercise Option 3 should note that the district is the agency that will be authorized to locally designate teachers, even if it relies, wholly or in part, on assessments conducted under agreement with another agency (district, County Office of Education, IHE, etc.).

Determine Feasibility

In most cases, it will be useful to form a team of school district staff to review LEP staffing needs and to analyze the feasibility of using the **local designation** option. If the team determines that this option is feasible for the district, it can then proceed to develop a scope of work that sets out the district's timetable for implementing this option.

Establish a district team

The development of a sound **local designation** process will benefit from the involvement and consensus of various key people such as: (1) director of personnel, (2) director of instruction, (3) representatives of bilingual and regular classroom teachers, (4) bilingual/ESL program administrator, (5) consolidated programs administrator, and (6) a person responsible for testing or evaluation. These individuals need to understand the legal, fiscal and programmatic ramifications of developing the **local designation** option as well as the measurement requirements and the scope of work for such a project.

Review this Technical Assistance Manual

The district team should carefully review the remainder of this manual and the accompanying Guidelines. One useful approach to doing this is to divide the material into small sections and have each person review the material for later presentation to the team. This widely used "jigsaw technique" can then serve as the basis for discussion and further district action.

Assess feasibility

The team should carefully weigh the advantages an disadvantages of using the **local designation** option and discuss the answers to the ten questions below. This will enable the district to determine whether it should proceed with this option.

Y/N 1. Is the district's current or anticipated shortage of English language development and/or primary language teachers sufficient to warrant the costs of independent development and implementation of a **local designation** process?

Y/N 2. Can the district assume legal responsibility to defend its claims that adequate care has been taken in developing assessments and setting passing scores?

Y/N 3. Will the district administration or board of trustees allocate sufficient funds and staff time for the development of assessments, including the piloting of tests to develop validity and reliability claims?

Y/N 4. Has the district evaluated the costs of using Option 3 versus those of a combination of the other options?

Y/N 5. Can the district ensure that the assessors of English language development and primary language instruction are qualified to administer the assessments? For example, can the district ensure that the primary language assessors have at least an FSI 4 or a comparable ACTFL[23] rating, so that the assessor has a higher level than those being rated?

Y/N 6. Can the district develop enough draft items for a test/retest study to be conducted at least six weeks apart and/or will there be two forms of the test with no more than 50 percent of the same items?

Y/N 7. Can the district assemble a sufficient number of examinees (a minimum of 180 is recommended)[24] for pilot and field tests of any assessments? The examinees may be from other districts, should there be an insufficient number in the applicant district.

Y/N 8. Can the district reach agreement with representatives of teachers to incorporate the necessary follow-up evaluation of locally designated teachers into a three-year evaluation cycle?

Y/N 9. Can the district develop a local designation process which uses appropriate **multiple assessments** to determine which teachers are competent to provide the specialized instruction needed by LEP students?

Y/N 10. Can the district ensure that test security will be sufficient to protect the instruments from becoming invalidated by test takers having prior knowledge of test items?

If a district team can answer YES to most of the above questions, then it may be in a position to invest human and fiscal resources in the development of **a local designation** process.[25]

Should the district team answer "no" to some of the above questions, it may still wish to proceed with Staffing Option 3, should it be able to document an alternative approach which will result in valid and reliable designation of persons qualified to receive the special supplemental authorization to teach LEP students.

The development of a local designation process to determine which teachers are competent and which are not competent to provide the required instruction to LEP students is a complex task that requires the expertise of assessment technicians. The district may want to consider contracting with an outside consultant.

Workplan

The decision to proceed with **local designation** should be followed by the development of a specific workplan that includes the following major steps. These are covered in some below, and in the Guidelines. Each of these steps will need a responsible person to direct the efforts of the district team, and may require a separate budget or allocation of staff resources.

The district team should reach agreement on a workplan which includes the following major activities:

1. Determination of areas of teacher competency to be assessed
2. Construction or selection of instruments
3. Validation of instruments
4. Documentation of the instruments and procedures for their use
5. Development of procedures for issuing supplemental authorizations for those who meet **local designation** standards
6. Development of procedures for follow-up evaluation
7. Development of procedures for record-keeping
8. Preparation and submission of an application to the Department for approval of the local criteria and procedures.

This workplan will need elaboration in order to develop **local designation criteria and procedures.**

1. Determine Areas of Designation

A district may select two major areas for **local designation** of qualified teachers of LEP students: (1) English language development; or, (2) academic instruction through the primary language. In deciding whether to establish criteria for both categories of designation, the district team should consider three sources of information: the extent of the identified shortage of qualified teachers described in the district's Plan to Remedy the Shortage, the extent of prior training of district staff, and the estimated number of available CTC credential-holders who may be recruited.

The district may select various combinations of CTC authorizations and **local designation** to come into full compliance with requirements for state programs for LEP students. Below are some elements to consider under each area for local designation:

- ***English Language Development.*** The demographic data in the district's Plan to Remedy should provide valuable information which will help to decide the types of **local designation** to be used. One district may have teachers in training throughout the K-12 grades providing English language development. Another district may elect to include in the designation process secondary teachers in training who are providing specially designed academic instruction (sheltered instruction) or content ESL instruction.

These characteristics may affect which competencies to select for local designation. An assessment process for designating English language development teachers may be somewhat different from a process that includes teachers providing **specially designed academic instruction** in English at the secondary level. A designation process which includes a K-12 grade span, sequential level of language proficiency and sheltered approaches in the core curriculum can be very effective in bringing a district into full compliance with the requirements for State LEP programs.

- ***Academic Instruction Through the Primary Language.*** A structured assessment process for **local designation** includes two major categories: (1) bilingual teaching methodology, and, (2) primary language proficiency of the teachers who may be designated.

The process should include the use of multiple assessments (written examination, observation, and interview) to determine competency in comprehension, oral language proficiency, reading and writing in the target language.

If a district wishes to use **local designation** for both English language development **and** academic instruction in the primary language, it might consider identifying the common core of competencies found in both English language development and Bilingual Teaching Methodology. Note that several English language development competencies are equivalent to selected Bilingual Methodology competencies: ELD 5 [BL 5], 6 [BL 6], 8 [BL 10], 10 [BL 11], and 11 [BL 12]. In addition, there is some overlap of other ELD competencies with BL competencies. [See Appendix B]. Thus, **local designation** for academic instruction in the primary language would not require separate assessment of those competencies already assessed for the English language development category.

Another approach for **local designation** of teachers in academic instruction in the primary language may be to have the teachers assessed for language proficiency in the target language by an IHE; for example, a department of foreign language or the bilingual emphasis credential program of a college or university may agree to serve as the agency which certifies the primary language proficiency of the candidates for local designation.

Agencies which conduct these assessments should be prepared to document that primary language assessors are trained and certified in FSI (Foreign Service Institute) or ACTFL (American Council on the Teaching of Foreign Languages) rating procedures [or the equivalent], and that they have been rated at or above the FSI 4 level. Should a district decide to develop its own assessment process for academic instruction through the primary language, it must provide evidence that the assessors of primary language have met at least the FSI 4 standard.

2. Construct or Select Instruments

Once the teacher categories to be included have been determined, the district team may proceed to the construction or selection of instruments or assessment procedures which will be used for local designation. Based on the department's suggested competencies, the district will first determine the essential content and behaviors which should be demonstrated by a qualified teacher, and then set standards of proficiency in these competencies.[26]

Each competency will then be amenable to assessment through one or more methodologies (examination, interview, observation). Decisions on which methodologies to use should be followed by (a) the review of existing instruments, and/or (b) the development of item specifications for any new instruments to be created. Specific items or protocols are then developed, with standardized procedures for administration, scoring, reporting, and test security. A final step in the construction process is to pretest and revise items. If existing instruments are selected for use in local designation, a carefully-documented match between the required competencies and the content of the test should be developed.

The following discussion of test construction, validation, and documentation is abbreviated, and meant to provide only an overview of these topics from the point of view of **local designation of teachers**.[27] While the accompanying Guidelines describe the construction of tests for **student** proficiency tests, these principles of measurement and assessment apply equally well to the assessment of teacher competencies.

- ***Determine essential content and behaviors.*** The department has set forth specific suggested competencies for English language development and bilingual methodology and primary language proficiency[28]. A school district may -- through a local job analysis of current English language development and primary language teachers, review of professional literature, and/or consultation with parents, teachers, community members and/or university experts -- collapse, amend or revise these competencies to develop the competencies which will form the basis for local assessment.

Whether or not the suggested competencies are modified in any way, they should be carefully reviewed and discussed, so that their applicability to the English language development and primary language instructional jobs is well understood, and that appropriate assessment methodologies may be selected for each competency.[29]

- ***Develop proficiency standards.*** Once the essential content and behaviors are defined, proficiency standards should be specified. These generally will be represented as knowledge and performance domains, and should describe the skills teachers are expected to demonstrate, the methods to be used to assess skill acquisition, and the level of performance at which teachers are expected to perform in order to receive district designation.

■ ***Determine appropriate assessment methodologies.*** After adopting the job-relevant competencies and proficiency standards, it is necessary to select from among various assessment methodologies to be used to determine the qualifications of individual teachers. These methodologies should include the following: examinations, (either norm-referenced or criterion-referenced), observations, and/or interviews.

It is recommended that multiple measures be used as the best way of ensuring adequate coverage of complex competencies (content validity), and of providing for reliable assessment. Because a teacher's assignment requires the use of many competencies in the classroom, multiple assessment methods provide a greater likelihood of comprehensive and fair assessment of these competencies when compared with the use of a single method. They allow teachers to display their full range of abilities, particularly the areas in which they excel. Multiple measures can also provide a more comprehensive needs assessment, and can help identify areas for improvement and further training.

Included in a multiple assessment approach should be the three following types:

WRITTEN EXAMINATION - to include questions that allow the measurement of recall and recognition of information and understanding. Multiple-choice, true-false, and fill-in questions are examples of this type. They are objectively scored.

INTERVIEW - a set of standardized questions (may be given bilingually as appropriate) to assess the language, fluency, understanding, and ability to use knowledge in relationship to the LEP child. These interviews are usually rated by a panel of qualified individuals on a standardized form. An average of the ratings is then derived.

OBSERVATION - a set of standardized behavioral observations through which the teacher can demonstrate his or her ability to deliver instruction. This may be recorded on video tape or observed by multiple observers. The data is then rated using a pre-developed rating scale with content validity and the data then averaged to provide a score of the overall performance

The need for multiple measures to assess the competencies [See Appendix B][30] for ELD or bilingual methodology are illustrated by the following example:

> The Department-suggested competencies for English language development methodology include 11 separately-listed competencies, the majority of which are stated as knowledge competencies and are likely to be measurable via objective, multiple-choice or short-answer-type questions [written assessments].
>
> Competencies two and seven, however, are more performance competencies, and may require structured observations, or interviews, or carefully-monitored evaluation of an internship to adequately assess them. Table 1 provides an example of how the various competencies might be assessed.

TABLE 1

Suggested Assessment Methods for English Language Development Instruction Competencies*

Competencies**	Recommended type of assessment	Examples
1, 2, 4, 5, 6, 8, 11	Written exams	Multiple choice, True/false, fill-in answers, essay.
3, 5, 7, 9, 10	Interview	Standardized set of questions, with rating scale for questions, scored by a qualified panel
1, 2, 3, 7, 9, 10	Observation	Video-taping or in-class rating of implementation of lesson plans and objectives.

*See English Language Development Competencies, Appendix B.
**A competency may be assessed using several methods, and one assessment instrument may, of course, include various competencies.

TABLE 2

Suggested Assessment Methods for Bilingual Methodology Instruction Competencies*

Competencies**	Recommended type of assessment	Examples
1, 3, 4, 5, 6, 10,12	Written exams	Multiple choice, True/false, fill-in answers, essay.
2, 5, 7, 9, 11	Interview	Standardized set of questions, with rating scale for questions, scored by a qualified panel.
3, 7, 8, 9, 11	Observation	Video-taping or in-class, rating of implementation of lesson plans and objectives.

*See Bilingual Methodology Competencies, Appendix B.
**A competency may be assessed using several methods, and one assessment instrument may, of course, include various competencies.

TABLE 3

Suggested Assessment Method for Primary Language Proficiency*

Competencies**	Recommended type of assessment	Examples***
1 A-D	Interview	Standardized set of questions or protocol, with rating scale for overall proficiency, scored by a qualified panel, covering comprehension, fluency, vocabulary, pronunciation and grammar as well as pragmatics.
2 A-D	Written exams	Multiple choice, True/false, fill-in answers, covering reading and writing proficiency.
		Essay or composition relevant to school use of the target language, and communication with students and their families. Analytic or holistic scoring.

*See Primary Language Proficiency Competencies, Appendix B.
**A competency may be assessed using several methods, and one assessment instrument may, of course, include various competencies.
***Each assessment method for language proficiency contains minimum standards equivalent to a rating of at least '3' level on the FSI (Foreign Service Institute) or ILR (Interagency Language Roundtable) scales, or the Superior level on the ACTFL rating scale.

There are both practical and psychometric reasons for selecting one type of assessment over another. While a multiple-choice test is quite practical and economic to administer and score, it may not offer the best alternative in terms of completeness in coverage of the competency, and may -- if too short, for example -- have specific weaknesses in terms of validity, reliability, and test security.

- ***Develop item specifications for instrument(s) or interview protocols.*** Item specifications can be developed by district or external experts. These specifications serve to operationalize the skills stated in the competency, and articulate standards used to determine the degree of attainment of each competency.

The item specifications set forth what knowledge must be demonstrated, under what conditions. One sample:

> Given the names of three second language teaching methodologies and ten possible instructional strategies, the examinee must be able to classify the instructional strategies which are most characteristic of each methodology with an 80 percent degree of accuracy.

- ***Write items or protocols.*** From this item specification, several sample items can then be written, which incorporate the knowledge to be assessed. The actual approach will vary from competency to competency (see Tables 1, 2 and 3). There will be a need to

use experts in the selection of the terms to be used in the items, the selection of the item format, and the selection of choices ['distractors'] as part of each item.[31]

A sufficient number of items must be included to ensure adequate coverage of each of the competencies being evaluated. While there is no absolute standard by which to judge adequacy of coverage, it is recommended that a minimum of five [5] items should be included for each competency; a greater number may be required for those which involve complex knowledge and skills.

A matrix showing the correspondence of assessment types, test items, and other techniques used to evaluate the attainment of each teacher competency should be created to illustrate the complete coverage of each of the teacher competencies. This matrix might be an elaboration of the format used in Tables 1, 2 and 3, above.

- ***Pretest and revise items.*** At this stage in the development of the teacher assessment, a pilot study should be conducted. The purpose of this is to field test the items to determine which items discriminate between competent and non-competent teachers in each area of competence.

An adequate sample of examinees should be selected so that the items can be administered under conditions which closely approximate the way in which the final assessment will be conducted.[32] The pool of examinees in this group should include some individuals known to have all or most of the competencies that are being assessed, and some who are definitely known **not** to have those competencies. This range of competency or proficiency will later be used to analyze the extent to which the individual items and assessment procedures serve to discriminate between competent and non-competent teachers in each area. This can also provide a basis for setting the minimum passing score.

Item specifications should also be developed for interview protocols or observation instruments, although broader categories of competencies may be assessed through these means, and developers may tend to jump directly to the elaboration of observation items, with corresponding rating scales and standards for minimum competency (passing scores) for each item.

3. Validate Instruments

A major task of the development of local designation criteria and procedures is to establish data supporting the validity[33] of the instrument [or observation or interview protocol(s)]. In the strict sense no test can be said to be "valid" without qualification. Its use and purpose should first be established, and reported validity coefficients may be such that the test can be judged as having adequate, marginal, or unsatisfactory validity[34] for a specific purpose.

Validation of assessments will require item analyses, the setting of preliminary passing scores, the review of the assessments for bias, and specific determinations of validity and reliability. Finally, the last versions (not pilot versions) of the instrument(s) or protocol(s) must be administered to representative samples of teachers to establish

the final pass/fail cutoffs for each assessment area. Written justifications for the cutoff scores must be developed.[35]

- ***Conduct item analyses.*** The items developed should be reviewed using both expert opinion of content specialists, and empirical data from a pilot administration of the instrument(s). The size of the sample used to generate item statistics must be sufficient in order to conduct an item analysis. In general, the principles of sample size that apply to correlation also apply in this case. In order to adequately sample the knowledge tests created, the items should be field tested with a group of teachers that is at least as large as twice the number of items on the test. Districts may, of course, join with other districts in order to achieve an adequate sample size.

Item studies should be conducted which yield phi, biserial, and point-biserial correlations for each item which can be used, with difficulty indexes, to select the items which will be incorporated into the final form of the instrument[36].

- ***Set preliminary passing scores.*** In the process of developing proficiency standards for each competency, and in writing item specifications, preliminary passing scores on each instrument will be suggested. Legal requirements, widely-accepted written descriptions of the jobs to be performed, and expert judgement should all be used to guide the setting of passing scores. The three formalized item review methods (Nedelsky, Angoff, and Ebel methods) are described in the Guidelines (pp. 27-28). These judgmental methods should be supplemented by the empirical data gathered from the administration of pilot versions of the instruments.

If judgmental methods are used for setting passing scores, care must be taken to fully document the expertise of the judges, and to describe their representativeness.

- ***Review the instrument(s) for bias.*** Bias occurs when some facet of a test or of the test administration procedures distorts a subgroup's true performance level. The Guidelines (pp. 30 - 32) recommend both subjective content reviews, involving individuals who adequately represent identified subgroups, and statistical bias reviews.

One function of the bias review is to ensure that items of general knowledge do not creep into the instrument. Such items may appear innocuous, but, because of differential impact on some group such as women or underrepresented minorities, and the irrelevance of the content to the English language development or bilingual instructional job to be done, they may weaken the validity claims presented, and may even expose the district to legal risks due to lack of content validity[37].

These items, although they might appear to discriminate between those people who are and are-not competent, could be measuring an ethnic variable which may be unrelated to success in teaching LEP students.

- ***Assess the validity of instrument(s) or protocol(s).*** No test is likely to be evaluated in terms of one type of validity alone. It is likely that at least two of the three basic types of validity (content, criterion, and construct) will be used to varying degrees[38]. These types are discussed briefly below:

CONTENT VALIDITY is based on a clear description of the content which forms the basis of the behaviors being assessed[39]. Content validity claims are usually supported by expert opinion, a review of literature, and expert participation in the selection or development of items based on item specifications that are carefully derived from the competencies to be assessed.

A well-reasoned explanation of the adequacy of the items selected to cover the required content further supports the content validity claims. Content validity claims are usually supported by scores from samples of examinees on the pilot version. Such pilot version scores can help demonstrate that persons known to be competent in the content do, in fact, correctly respond to a higher percentage of items on the test, while those who are not competent do not. This examination of the performance of known groups is closely related to a second type of validity (criterion-related).

CRITERION-RELATED VALIDITY claims may be either concurrent or predictive.[40] Such claims require that scores on the administration of the test under development be compared with those on some measure of known characteristics, which itself has adequate content validity and reliability. It is only by means of some pilot study of the instrument under development that these validity claims can be established, and that the results of use of the instrument can be accurately interpreted.[41]

CONSTRUCT VALIDITY claims are usually supported by an analysis of a theoretical construct which establishes a clear link between the performance on a test and selected explanatory concepts. The evidence to support construct validity claims often comes in the form of a theoretical discussion which includes a review of the literature, and may be supported by expert opinion as well as by data gathered from a pilot study. Construct validity is likely to be used for teacher certification assessments only for instruments which assess language proficiency.

DECISION VALIDITY is the bottom-line requirement for an instrument used for teacher certification. This refers to how well the results on the instrument can distinguish masters (the higher scorers) from nonmasters (the lower scorers).[42]

- ***Assess the reliability of the instrument(s).*** A reliable test is one that produces essentially the same results consistently on different occasions when the conditions of the test remain the same[43]. It is therefore important to carefully describe the standard procedures for administration and scoring of the instrument(s), and to study the reliability of all instruments, including interviews and observations as well as objective written examinations. Several types of reliability studies may have to be conducted for written examinations, depending on the nature of the instrument, including test-retest, split-half (internal consistency), and inter-form reliabilities. **Due to their subjective nature, the reliability of interviews and observations should be carefully investigated and documented, and should include inter-rater reliability studies.**

TEST-RETEST. At a minimum, test-retest reliability coefficients should be calculated to establish the comparability of results from two identical administrations to the same sample of teachers, allowing at least six weeks between testing. **This is a minimum requirement for all assessments.**

SPLIT-HALF OR INTER-ITEM. Instruments built around a cohesive theoretical construct (overall language proficiency, for example) should demonstrate substantial internal (inter-item) consistency. As noted above, it is recommended that some type of item analysis[44] be conducted for knowledge tests and that p-values and split-half reliabilities be calculated. This should be done in all cases where it is feasible in order to verify internal consistency, and also in order to inform test developers of any anomalies in certain sections of a test.

For example, it may be the case that one test section (representing one of the "more difficult" competencies) is found to be of lower difficulty and to be inconsistent with the results of the remainder of the test. This section should be carefully examined, and items re-written to correct the problem detected in the field test.

INTER-FORM. If alternate forms of a test are developed, then Form A-Form B reliabilities should be examined and reported. In the simplest terms, the interform reliability should be such that the results [not necessarily raw scores] are virtually identical, regardless of which form is used. It is recommended that alternate forms be developed for all objective tests using multiple choice formats. This will improve test security, which, in turn, bolsters the validity of a test over the long term.

Parallel forms may not be necessary in cases where districts know that at least eight to ten weeks will elapse between administrations of the test with teachers. Districts should be aware that parallel forms are costly since two equally valid forms of the knowledge test need to be developed. At least 50 percent, and preferably 80 percent, of the items in the parallel form should be completely different items from the first form. While costly, parallel forms increase test security, and provide for greater flexibility in administration and re-testing teachers who fail to pass the first administration.

INTER-RATER. Tests which rely heavily on subjective ratings from observations or the scoring of a language sample by expert examiners, may need a study of inter-rater or inter-scorer reliability. For observational or interview rating forms, inter-rater reliability should be developed to allow for statements about the reliability of these approaches.

The data produced by this study should establish that comparable results are obtained from the rating or scoring done by two (or more) examiners. A multiple choice test would not require such reliability claims and supporting data, but a classroom observation instrument using various "qualified raters" would.

When using ratings to assess mastery of a competency, at least two people should independently judge the behavior sample (observation/interview). Any discrepancies should be resolved by employing a third, independent rater.

In summary, a minimum of split-half and test-retest reliability coefficients should be developed for assessments of all knowledge-based competencies. Assessments of competencies which rely on ratings should all have inter-rater reliability coefficients calculated.

- ***Administer final versions of instrument(s).*** After completion of pilot tests and modification of instrument(s) or protocol(s), a final field administration should be

conducted to obtain information on the characteristics (criterion validity, inter-item or inter-scorer or inter-form reliabilities, etc.) of the final version of the assessments.

In addition, this final administration of the instrument will, together with consideration of any theoretical constructs, item analyses, and expert opinion, serve to assist in the determination of the appropriate pass/fail or criterion level score necessary for satisfactory passing of the district's criteria for **local designation**.

The final version of the instrument(s) should be administered to a sample of sufficient size, and the sample should consist of teachers who have an anticipated range of skills and knowledge in the competencies being assessed.[45] These teachers might be selected from the following three groups:

1. Beginning teachers who have **no training or competency** in English language development or primary language methodology or bilingual education.

2. Beginning teachers who have recently received a bilingual credential or who passed the Language Development Specialist or Bilingual Certificate of Competence examinations, and who are judged to be **minimally competent**.

3. Experienced teachers who hold CTC bilingual credentials or LDS Certificates and are judged to have **superior competency**.

This range of skills and knowledge of teachers in the final field test should provide developers with sufficient data upon which to base future interpretations of test results, and will bolster data from any previous pilot studies. At this point, all previously-run item studies should be re-run and the data maintained by the district for review.

■ ***Determine pass/fail cutoffs.*** [See Guidelines, pp. 26-30]. The final field test should provide information that can be used to determine pass/fail cut-off scores for each assessment to be used. These cut-offs should be determined, and written up with their respective justification.

The two main types of judgments that can be used to set final test performance standards are 1) judgments about the individual questions in the test; and 2) judgments about the mastery status of a sample of examinees taking the test.[46] The work done in the final field test of the instrument will provide the basis for these judgments.

Refer to the accompanying Guidelines for a discussion of judgmental and empirical methods for setting cutoff scores. Note that even setting a single passing score may lead to over-identification of non-competent individuals in cases of assessments which may be frequently re-administered to the same candidates.

Care must be taken at this step, since a reasonable local alternative to state certification could turn into an arbitrary and unfair alternative without sufficient justification of the cutoff scores.

While commonly accepted, it is not sound practice to merely set a passing score at, for example, 70 percent mastery of the items on a test without any justification of this passing score based on the criterion of mastery of the material which is required for the job, or on the performance of the representative samples assessed in the final field test of the instrument.

In simplest terms, 70 percent mastery might be too high a cut-off to set, if it represents a mastery of content only attained by CTC-credentialed teachers after ten years of work as bilingual educators; or, on the other hand, it might be too low a standard if it can be established that more complete mastery of the material is necessary in order to begin to work effectively as an English language development teacher. Similarly, 70 percent mastery might be too low of a standard [and the test might be "too easy" and would need serious revision] if most teachers in the group not anticipated to be competent in the field test themselves typically score at a level of 70 to 80 percent mastery.[47]

Weighting Multiple Assessments. If multiple assessments are selected as local designation criteria, the question of how to weight or consider these measures will inevitably arise. With careful development of the assessments, preliminary cut-off scores can be established using the procedures described earlier for item studies. Final cut-offs can be established for each assessment based on expert judgments of minimum job-related knowledge or performance. These individual criterion-referenced assessments will then, taken together, constitute the standard for final designation.

There are three ways in which final scoring may be summarized for the local designation decision: discriminant analysis, an average of all sub-scores from multiple assessments, or a required passing score for each of several assessments or sub-tests.

1. Discriminant analysis. A preferred method of determining the weights and final scoring for local designation would be to use stepwise multiple discriminant analysis. In this technique, each independent variable contribution to discriminating between teacher groups 1 - 3 above is considered in descending order of importance in terms of predicting who will be a minimally competent teacher (Group 2) or highly competent teacher (Group 3, above).

   The outcome of this method is a set of values that can be used to weight the various objective examination, observation, and interview assessments in terms of their contribution to the overall score for each person. These values can be used to re-score the data from group 2, above, and will yield a range of scores from high to low. A cut-off should then be set by choosing the score at or above the average less one-half of the standard error of the mean of Group 2.

2. Average of multiple assessments. An alternate method would be to arrive at a total summative score, average, and standard deviation for all assessment techniques. This will enable examination of the distribution of scores for groups 1, 2 and 3, above. Expert opinion should then be used to determine the cutoff score based on the performances of Groups 2 and 3 [See discussion in Guidelines, pp. 27-30].

3. Separate passing scores. It may not be appropriate to weight the various assessments, if they are measures of separate essential skills or knowledge. All of the assessments would have to be passed at or above the average score less 1/2 standard error of the mean of those examinees in the final field test judged to be minimally competent (Group 2).

   An example of this latter method is one where a school district sets minimum training requirements for local designation, and then sets a minimum score to be achieved in a standardized observation instrument (The minimum scores should be the average, less one-half the standard error of the mean of the total assessment score for each of the assessments, using Group 2 as the reference). Upon successful completion of this first phase of assessment the teacher candidate for local designation might be eligible for assessment by means of an objective, multiple choice-type examination.

   The district could set minimum requirements for each phase: minimum number of hours of district-provided training; minimum passing score on a classroom observation; and minimum passing score on the objective examination.

   The examination, itself, could have minimum passing scores on important subsections, should it be determined that mastery of a minimum level in essential competencies must be separately demonstrated. A clear example is the case of language proficiency, where separate passing scores should be established for speaking and reading proficiency.[40]

4. Document the Assessment(s)

Documentation of any assessments is essential for ensuring that they will be administered and scored in a standardized manner, that teachers, parents, and the school community will have information regarding the assessments, and that the necessary information is available for submission to SDE for approval of the local designation option. See the accompanying Guidelines, pp. 40-47 for detailed recommendations. Topics particular to assessments for local designation are covered below.

- *Write a description of the local criteria.* The specific knowledge and performance standards adopted as the basis for local designation should be described. If the SDE recommended competencies [Appendix B] were adopted or modified, this should be noted.

- *Describe the process used to construct or select the assessment(s).* The manner in which assessments constructed or selected cover the competencies should be reported. Include here any tables showing correspondence among assessments and the specific competencies.

- *Write standardized procedures.* The procedures for administration, scoring, reporting, and test security should be described. Once field tests of instruments have been completed, standardized procedures should be written down to establish the standard form of administration, scoring, and reporting of results. These standard procedures constitute the administration manual for the assessments, and will be included as a part

of the **local designation criteria and procedures.** They should be submitted for Department review with the application for approval [See Appendix C].

A district may include here details regarding location and frequency of administration of the test(s) or observation(s), the persons or offices responsible for administration, scoring and reporting, and the procedures and persons responsible for ensuring that objective and subjective tests of knowledge or performance are kept secure.

The district should establish minimum qualifications for the persons who will administer, and score assessments. Especially important is the expertise of persons conducting both initial observations, and follow-up evaluations, as well as those conducting assessments of primary language proficiency. The manual should describe how the expertise of evaluators will be established and documented, and may indicate specialized training and licensing of the local experts (for example, principals) who will do teacher evaluations.

Ongoing documentation of assessor qualifications should be maintained by the district, including resumes, and any transcripts or test results which document their training and expertise.

- ***Describe validity and reliability claims and supporting evidence for same.*** The district should concisely summarize the results of validity and reliability studies conducted during the field test of any instrument(s). Claims of the appropriate types of validity and reliability should be presented with data supporting those claims. Sufficient detail should be included to allow the reader to understand the conditions under which the field testing data was collected, how the field test may have differed from the intended final use of the instrument, and the size and characteristics of the samples of teachers assessed.

While this technical material may be presented concisely, its inclusion in an organized format is essential to obtain approval of local designation criteria and procedures.

5. Establish a Notification Procedure

Establish a procedure which promptly notifies teachers of the results of any assessment(s). The notification can be in different forms: (1) a letter or an award of **supplemental authorization** from the local board of trustees or superintendent recognizing the completion of all the requirements for **local designation**, or (2) a report indicating the test results (overall results and/or subtest results) and their interpretation.

CTC has recommended that teacher notifications of **local designation** should refrain from using the terms *certificate* or *credential*. The purpose for this recommendation is to keep a clear distinction between CTC authorizations and those issued under this option. Every effort should be made to emphasize that **local designation** is an authorization which **supplements** a required CTC credential.

If a district has a memorandum of understanding with another educational agency (district, county office or consortium) to conduct an assessment of its teachers in training, the teacher's local district must be the agency to issue local designation.

6. Establish Follow-up Evaluation Procedures

The purpose of the follow-up evaluation is to verify the accuracy of the original designation and to provide additional support to teachers who may need it. This evaluation should be done to establish that designated teachers can provide such instruction in a manner consistent with the performance standards established for the original designation. The application should specify the evaluation protocol(s) and procedures that will be used to conduct such an evaluation, and include evidence that they will be conducted within a period of not more than three years immediately following the original designation. Include a description of how documentation of such evaluations will be maintained by the district, and evidence that the persons responsible for conducting the evaluations possess the necessary training, competencies and experience in English language development and/or primary language methodology.

One of the most practical ways of meeting this evaluation requirement is to include the competencies of the local designation in the next-scheduled Stull evaluation for the teacher. Since these evaluations are typically conducted by the principal, documentation should be furnished to establish that the principal(s) involved will have adequate training and experience to conduct the specialized part of the evaluation, or that they will do so in conjunction with adequately-trained and qualified bilingual specialists.

The requirements placed on the evaluation of locally designated teachers presents two potential problems: (1) How to incorporate this protocol within the district's existing teacher evaluation process; and (2) How to ensure that each evaluator will be competent in English language development and/or bilingual teaching methodology?

In most districts, the evaluation of locally designated teachers will require the involvement and approval of the teacher representatives. Some districts have incorporated the evaluation of locally designated teachers into the district's teacher evaluation process by having teachers select and include a performance objective(s) in ELD and/or primary language instruction in their regular teacher evaluation. Districts may negotiate with the teacher representatives to conduct the evaluation of locally designated teachers outside the regular teacher evaluation process.

If the evaluation of locally designated teachers lies outside the regular teacher evaluation process, the district may have an easier time finding sufficient competent evaluators. In this case, the evaluation may, for example, be assigned to a competent site administrator, a bilingual resource specialist, or another teacher who holds a Bilingual Emphasis or Specialist Credential or a BCC or LDS certificate and who has at least two years of classroom experience working with LEP students.

In all cases, the district must provide evidence that the evaluator of locally designated teachers is competent and experienced in ELD and/or bilingual teaching methodology. For a district which has incorporated the evaluation of locally designated teachers into the regular teacher evaluation process, the district should ensure that site administrators or their designees are adequately trained and experienced. Some districts

have included an "administrator's strand" in training programs for ELD and bilingual teaching methodology. Other districts involved all their site administrators in the same training program provided for their teachers in training -- a thirty-hour summer institute.

7. Establish Record-keeping Procedures

The district should provide a description of the procedures that will be used to maintain documentation of individual assessments and the results of the three year evaluation of teachers. Care must be taken to adhere to the generally-accepted standards of confidentiality in issuing access to an employee's personnel files. The documentation can be kept in either a centralized location or in the individual's personnel file.

Districts are encouraged to maintain a master list of which teachers are locally designated, and to include in that list the year and area of designation. Additionally, each school site should have access to a master list of which teachers are locally designated and which ones have CTC authorizations. This information can be useful to determine teacher assignments and staff development needs.

In addition to data on the results of assessments, the district should document the training and experience of persons who conduct the evaluation of designated teachers. Districts should have a master list of their assessors and evaluators which lists areas of expertise, types of credentialing and years of experience working with LEP students, and any other relevant information. The above documents can be used in the completion of the Annual Report required in the Plan to Remedy and in preparing for the Coordinated Compliance Review.

8. Prepare and Submit an Application to the Department

After completion of the steps above, the district team should be in a position to prepare and submit to SDE an application for approval of **local designation** following the sample format outlined in Appendix C. This application may take one of three forms:

1. District applying directly.

2. District applying with another agency conducting all assessments [short-form application]

3. District applying with both district and another agency conducting assessments.

In all cases it is necessary only to document non-Commission on Teacher Credentialing assessments. There is no need to review the Language Development Specialist or Bilingual Certificate of Competence exams, or their components. However the applicant district should indicate which components, if any, of the Commission on Teacher Credentialing exams will be used in combination with the district's own assessments.

Districts which wish to locally-designate teachers must submit assessment instruments and accompanying procedures to the Department for approval by November 1, 1989. Districts may be approved to designate teachers for (1) English language development and/or (2) primary language instruction.

Districts unable to make the November 1st deadline may submit a compliance agreement on form CTS-4 which contains a description of specific activities and accompanying time lines to develop and administer teacher assessments. These must be submitted if the district's current compliance status is affected by local designation. Otherwise a compliance agreement is not necessary. Compliance agreements are valid for a maximum of six months at which time the assessment instruments and procedures must be submitted to the Department for review.

Prior to obtaining final SDE approval, it will be necessary for district staff to obtain local board adoption of the local designation criteria, assessments, and procedures.

As highlighted in the preface:

Districts choosing to follow the recommendations in this Manual should be able to demonstrate that the procedures and assessments chosen will result in valid and reliable local designation of qualified teachers, and will be able to obtain SDE approval.

Districts choosing approaches that differ from those recommended here will receive SDE approval as long as assessments and procedures used for local designation are of sufficient validity and reliability to enable teachers, administrators, parents, and the public at large to have confidence in the accuracy of the designations.

For additional assistance, direct inquiries to:

Norman C. Gold, Consolidated Programs Management Unit, (916)445-7262, or
Arturo M. Vasquez, Bilingual Education Office, (916)323-7851.

Notes

1. California Department of Education, 1982.

2. For detailed discussion of teacher certification testing see Phi Delta Kappa, 1985.

3. Note extensive references in Guidelines for Proficiency Tests, CSDE, 1982.

4. Van DeKamp, January 20, 1988; CSDE, Legal Advisory, March 1988; CSDE, Legal Advisory, May 15, 1989.

5. See requirements in CSDE, May 20, 1988, pp. 4-6 and attachments.

6. The Education Code, Sec.44258.9 requires school districts to ensure that teachers are qualified for their assignments and provides for district and county monitoring these provisions. EC 44225 provides that CTC shall determine the scope and authorization of credentials and establish sanctions for the misuse of credentials and the misassignment of credential holders.

7. CSDE, 1982. Note also the CSDE Advisories of September 1985, August 1987, May 20, 1988, February 10, 1989 and the Resource Guide for the Plan to Remedy the Shortage of Qualified Teachers [Option 4] (CSDE, 1989).

8. In that advisory we cited the Attorney General's Opinion of January 1988 [87-1001, January 20, 1988] that relied on Gomez v. Illinois State Bd. of Educ., [7th Cir. 1987], 811 F.2d 1030, 1042).

9. APA, 1985; Chernoff, et. al., 1987; Phi Delta Kappa, 1985.

10. Note especially, Phi Delta Kappa, 1985; Gorth and Chernoff, eds., 1986; Chernoff, Nassif and Gorth, eds., 1987; Allan, Nassif, and Elliot, eds., 1988; and Millman, 1989.

11. Defined as the term of a district's Department-approved Plan to remedy the shortage of qualified teachers.

12. See Program Advisory, CSDE, 1988, p. 7, regarding the role of paraprofessionals, and CCR items LEP.3 and LEP.7.

13. Training of sufficient scope and intensity would be considered appropriate action under the terms of the Castaneda federal court guidelines [Castaneda v. Picard, supra, 648 F.2d].

14. Part VIII of Title 5 of the California Code of Regulations, Section 80065, and Coded Correspondence from CTC: 89-8920, April 17, 1989.

15. See CCR Manual, items LEP.4 and LEP.8.

16. See CCR Manual, items LEP.4 and LEP.8.

17. Phi Delta Kappa, 1985, p. 249.

18. Allan, Nassif, and Elliot, 1988, passim.

19. Phi Delta Kappa, 1985, passim; Gorth and Chernoff, 1985, passim.

20. Quoting from Gorth and Chernoff, eds., 1986:

> Stated simply, Title VII of the Civil Rights Act of 1964 outlawed employment discrimination on the basis of sex, race, color, religion, or national origin, and empowered the EEOC to enforce the law. The 1970 EEOC Guidelines, a revision of the original 1966 version, included a set of stipulations founded on the premise that standardization and proper validation in employee selection procedures would build a foundation for the non-discriminatory personnel practices required by Title VII. [p. 24]

The authors continue with an analysis of the federal requirements that tests like those applied to teacher certification situations must be valid and reliable measures of job-relevant content, and that any pass-fail scores that are used should be accompanied by a rationale, justification, or explanation for their adoption. [p. 27] Assessments used for making employment-related decisions should conform to professional standards, such as those contained in the APA Standards for Educational and Psychological Tests, Rev., 1985.

21. Castaneda v. Pickard, [5th Cir. 1981], 648 F2d 989, 1010.

22. The following words of caution, addressed originally to states adopting competency testing procedures for teachers provide a sense of some of the legal concerns:

> *[A]ny state which establishes a testing program will undoubtedly be sued, sooner or later, and probably sooner. The concern is not whether a legal challenge will appear, but rather how defensible are the state's procedures that were used in developing the test and setting the passing scores.* (Andrews, 1982, p. 66)

23. FSI (Foreign Service Institute) or ILR (Interagency Language Roundtable) ratings of 4 and 5 correspond to the native speaker and educated native speaker levels of proficiency, respectively. The comparable ACTFL (American Council on the Teaching of Foreign Languages) rating of Superior encompasses the minimum professional proficiency (FSI 3) up through FSI level 5.

24. Three teacher groups are recommended: a) beginning teachers judged to be not competent in the skills to be assessed, b) beginning teachers judged to be minimally competent, and, c) experienced teachers with superior competency. A minimum sample of 60 from each group should be used for test development (Ferguson, 1981).

25. See the section on test construction, below, and Guidelines, pp. 7-36 for the rationale for these questions.

26. See Guidelines, CSDE, 1982, pp 3-14.

27. A full discussion of test construction, with examples, references, and checklists is provided in Guidelines, op. cit. See also: Technical Assistance Guide for Proficiency Assessment (1979), as well as Chernoff, et. al., 1987, and general guidance on testing and measurement in Kerlinger, 1973.

28. The Department, in conjunction with CTC and with input from key professional associations, conducted a review of the professional literature and legislative requirements, and analyzed the skills necessary to do the jobs of English language development and bilingual teacher. Specific suggested competencies have been set forth in the CSDE Program Advisory, [CCP: 87/8-14], May 20, 1988, pp. 11-14, and are included here as Appendix B. See discussion on domain definition, job analysis, and objective selection in Chernoff, et. al., eds. (1987), pp. 105ff.

29. See Guidelines, op. cit., pp. 3-7.

30. Note that the performance competencies require the teacher to demonstrate something beyond a knowledge of the subject, specifically: *the ability to teach "English as a second language in various educational settings,"* [ELD Competency #2] and, *"ability to evaluate and use second language instructional materials"* [ELD Competency #7]. Likewise, ELD Competencies #9 and #10 have elements (respect for cultural and language needs; crosscultural skills...) which may be better assessed through observation or interview, rather than through a written test.

31. The sample items should then be incorporated into a pilot version of the test, to be used with an appropriate sample of examinees.

32. A general recommendation is to test a number of examinees that is at least twice as large as the number of items on the test. See also Guidelines, pp. 12-14.

33. A valid test is one that in fact measures what it claims to be measuring. See general discussion of validity in Kerlinger, 1973, pp. 456ff; note Guidelines, pp. 34-36, and discussion of validity of language assessments in Masden, 1983, pp. 178ff, and Dandonoli in Byrnes and Canale, eds., 1987, pp. 89-93.

34. Dandonoli in Byrnes and Canale, eds., 1987, p. 91.

35. See Guidelines, pp. 20-39.

36. See Guidelines, pp. 20-26.

37. See particularly Andrews, T.E., "Testing," Current issues in Teacher Education: from a State Perspective, pp 61-69, December 1982, in Phi Delta Kappa, 1985, pp. 243ff.; Allan, Nassif and Elliot, eds., 1988.

38. Ibid.

39. Such as detailed item specifications built upon the eleven suggested English language development methodology competencies listed in **Appendix B**.

40. Concurrent validity is determined by means of the concurrent administration of the assessment under development with some known assessment of established validity and reliability. For our purposes, this could be the state's LDS test, or the Spanish language portion of the BCC, used as criteria against which a locally-developed test would be validated. Predictive validity [very difficult to establish in professional job-related assessments] would require establishing the relationship between scores on the ELD methodology test given today to a sample of teachers with their objectively-assessed performance as teachers of ELD at some time in the future.

41. See also discussion of reliability, in Guidelines, pp. 36-38, and below.

42. Guidelines, p. 34.

43. Masden, 1983, p.179. See also Kerlinger, 1973, pp. 442 ff., and Guidelines, pp. 36-39.

44. See a concise explanation of how to prepare an item analysis and determine both difficulty level and discrimination level of items in Masden, 1983, pp. 180-184. Also note CSDE (1982), pp. 20-26.

45. For the purposes of the statistics required to develop this analysis a sample size of at least 60 should be in each group (Ferguson, 1981).

46. See particularly Guidelines, pp. 26-30, and Andrews, T.E., "Testing," Current issues in Teacher Education: from a State Perspective, pp 64, December 1982, in Phi Delta Kappa, 1985, p. 246.

47. See discussion of classical test theory and item response theory by Swaminathan, in Gorth and Chernoff, eds., 1985, pp. 201-215.

48. Primary language standards have already been set as part of the Department's suggested competencies. They should be based on an FSI 3 minimum, or equivalent. See: Brynes and Canale, 1987, pp. 15-24. ACTFL levels of Advanced to Advanced-Plus are suggested as minimum levels for primary language proficiency. Similar to the A-^WFL levels of Advanced and Superior, the FSI [Foreign Service Institute] or ILR [Interagency Language Roundtable] scales levels of 3 or better represent standards of minimum professional proficiency. See revised ACTFL Proficiency Guidelines (1986).

References

Allan, R.G., P.M. Nassif, and S.M. Elliot. Bias issues in teacher certification testing. Hillsdale, N.J.: Lawrence Erlbaum Associates, 1988.

Andrews, T.E. "Testing" in Current Issues in Teacher Education: From a State Perspective. Chelmsford, MA: Northeast Regional Exchange, 1982, in Phi Delta Kappa, 1985, pp. 243-251.

APA. Standards for Educational and Psychological Tests (Rev.), Washington, D.C.: American Psychological Association, 1985.

Bachman, L.F. and A.S. Palmer, "The construct validation of the FSI Oral interview." Language Learning, v31, n1, June 1981, pp. 67-86.

Byrnes, H. and M. Canale, eds. Defining and developing proficiency: guidelines, implementations and concepts. Lincolnwood (Chicago), Illinois: National Textbook Company, 1987.

California State Department of Education. A Resource Guide. Plan to remedy the shortage of qualified teachers [Staffing Option 4]. Sacramento: Bilingual Education Office, California State Department of Education, 1989a.

_____. Legal Advisory, LO: 1-89, *Teresa P. et al.* v. *Berkeley Unified School District et al.* Sacramento, California State Department of Education, May 15, 1989b.

_____. Program Advisory, CIL: 88/9-6, **Extension of deadline and other changes regarding requirements related to the State Program for Students of Limited English Proficiency.** Sacramento: California State Department of Education, February 10, 1989c.

_____. Program Advisory, CPP: 87/8-14, **Five options available to districts for achieving compliance with the staffing and instructional requirements of the state program for students of limited English proficiency.** Sacramento: California State Department of Education, May 20, 1988.

_____. Legal Advisory, **Attorney General opinion on bilingual teacher competency.** Sacramento: California State Department of Education, March 3, 1988.

_____. Program Advisory, CIL:85/6-3, **AB 3777, Standards and criteria for bilingual teacher training programs.** Sacramento: California State Department of Education, September 26, 1985.

_____. Guidelines for Proficiency Tests. Sacramento: author, 1982.

_____. Technical Assistance Guide for Proficiency Assessment. Sacramento: author, 1979.

Chernoff, M.L., P.M. Nassif, and W.P. Gorth, eds. The Validity Issue: What should teacher certification tests measure? Hillsdale, N.J.: Lawrence Erlbaum Assoc., 1987.

Darling-Hammond, L. and B. Berry. The evolution of teacher policy. The RAND Corporation, JTR-01, March 1988.

Dilworth, M.E. Teachers' totter. A report on teacher certification issues. Washington, D.C.: Institute for the Study of Educational Policy, Howard University, 1984.

Ferguson, G.A. Statistical Analysis in Psychology and Education. New York: McGraw-Hill, 1981.

Gorth, W.P. and M.L. Chernoff, eds. Testing for teacher certification. Hillsdale, N.J.: Lawrence Erlbaum Associates, 1986.

Higgs, T.V. Teaching for Proficiency, the Organizing Principle. Lincolnwood, IL: National Textbook Company, 1987.

Kerlinger, F. Foundations of Behavioral Research, 2nd Ed. New York: Holt, Rinehart and Winston, 1973.

Masden, H.S. Techniques in testing. New York and Oxford: Oxford University Press, 1983.

Millman, J. *If at first you don't succeed. Setting passing scores when more than one attempt is permitted.* Educational Researcher, Vol. 18, No. 6., pp. 5-9, August-September, 1989.

Omaggio, A.C. Teaching Language in Context. Boston, MA: Heinle & Heinle, 1986.

Phi Delta Kappa. Teacher Certification. A CEDR Hot Topics collection, #9. Bloomington, Indiana: Author, 1985.

Van De Kamp, J.K. Opinion No. 87-001. Credential requirements for instruction provided to non-English speaking pupils. Sacramento: Office of the Attorney General, January 20, 1988.

Watkins, R.W. Practitioner Review of the Examination Required for the Certificate of Bilingual Teaching Competence in Spanish. Sacramento: Commission on Teacher Credentialing, 1987a.

_____. Practitioner Review of the Examination Required for the Language Development Specialist Certificate. Sacramento: Commission on Teacher Credentialing, 1987b.

Wilds, C.P. "The oral interview test," pp. 29-44 in R.L. Jones and B. Spolsky, eds., Testing Language Proficiency. Arlington, VA: Center for Applied Linguistics, 1975.

APPENDICES

A **Criteria for local designation [October 1988]**

B **Teacher competencies**

C **Sample Format for Application to SDE**

D **CTC and SDE Staffing Options for Services to LEP Students**

E **CTC-Approved Assessor Agencies**

Appendix A

Criteria for Local District Designation of Qualified Teachers of Limited English Proficient Students.

A. Teachers Providing English Language Development Instruction

The criteria submitted by the school district to determine the qualifications of teachers providing English language development instruction to LEP students include:

1. A set of English language development teaching methodology competencies equivalent to those listed in the Department Advisory of May 20, 1988 (p.11);

2. A structured assessment process to determine whether or not individual teachers possess the necessary professional ability to carry out their respective assignments such as one or more of the following:

   a. Examination b. Observation c. Interviews

3. Minimum standards for each assessment process selected;

4. A description of the procedures established to maintain documentation of individual assessments;

B. Teachers Providing Academic Instruction Through the Primary Language

The criteria submitted by the school district to determine the qualifications of teachers providing academic instruction through the primary language of LEP students must include:

Bilingual Teaching Methodology

1. A set of bilingual teaching methodology competencies equivalent to those listed in the Department Advisory of May 20, 1988 (p. 12);

2. A structured assessment process to determine whether or not individual teachers possess the necessary professional ability to carry out their respective assignments such as one or more of the following:

   a. Examination b. Observation c. Interviews

3. Minimum Standards for each assessment process selected;

4. A description of the procedures established to maintain documentation of individual assessments;

Primary Language Proficiency

5. A set of competencies in the areas of understanding, speaking, reading, and writing the target primary language equivalent to those listed in the Department Advisory of May 20, 1988 (pps.13-14);

6. A structured assessment process to determine whether or not individual teachers possess the necessary proficiency in the target primary language to carry out their respective assignments such as one or more of the following:

   a. Examination b. Observation c. Interviews

7. Each assessment process selected contains minimum standards equivalent to a Foreign Service Institute (FSI) rating of "3" or better;

8. A description of the procedures established to maintain documentation of individual assessments;

C. Evaluation of Locally-Designated Teachers

A district must adopt evaluation procedures which insure that individual teachers designated to provide English language development and/or academic instruction through the primary language of LEP students, provide such instruction in a manner consistent with the performance standards established for the original designation. The evaluation procedures must contain the following elements:

1. A description of the evaluation protocol used to determine that individual teachers meet district established performance standards for English language development and/or academic instruction through the primary language.

2. Evidence that individual teacher evaluations will be conducted within a period of not more than three years immediately following original designation and that documentation of such evaluations will be maintained by the district.

3. Evidence that the persons responsible for conducting the evaluations of locally-designated teachers possess the necessary training, competencies and experience in English language development and/or bilingual teaching methodology.

Appendix B: Suggested Competencies for Teachers

English Language Development Instruction

Suggested Competencies for Teachers: English Language Development Instruction

These competencies are suggested as indicators which should be considered when school districts select, adapt, or develop assessment instruments to determine the level of skills which individual teachers should possess in order to be designated to provide English language development instruction:

1. Knowledge of first and second language acquisition theories and teaching strategies, including knowledge of the elements of linguistics applied to second language learning and content teaching for LEP pupils;

2. Competency in teaching English as a second language in various educational settings;

3. Knowledge of and the necessary skills to utilize approaches for teaching the content of the core curriculum in English to students of limited English proficiency (such approaches include, but are not limited to, (1) "sheltered" subject matter instruction and (2) content-based ESL instruction);

4. Knowledge of techniques required to develop and reinforce second language acquisition, including the rationale for primary language instruction for students from non-English language background students;

5. Knowledge of the purposes, limitations, and administration of language proficiency and achievement tests, including nonverbal and informal assessment techniques;

6. Knowledge of existing pupil identification, assessment, and language redesignation requirements;

7. Knowledge of, and ability to evaluate and use, second language instructional materials;

8. Knowledge of the historical and contemporary status of language minority groups in California;

9. Knowledge of and respect for the cultural and language needs of language minority pupils;

10. Crosscultural skills necessary to interact effectively with children and adults from ethnolinguistic minority groups; and

11. Knowledge of the nature of and interrelationships between bilingual instruction, English as a second language, and other approaches related to instructing language minority students.

Appendix B: Suggested Competencies for Teachers:

Bilingual Teaching Methodology

Suggested Competencies for Teachers: Bilingual Teaching Methodology

These competencies are suggested as indicators which should be considered when school districts select, adapt, or develop assessment instruments to determine the level of skills which individual teachers must possess to be designated to provide academic instruction in the primary language:

1. General knowledge of bilingualism, second language acquisition, and language minority education;

2. Awareness of the rationale for primary language instruction for non-English language background students;

3. Knowledge of, and ability to apply, primary language instructional theory, approaches, and techniques;

4. Knowledge of primary language testing, diagnostic assessment, and placement;

5. Knowledge of the purposes, limitations, and administration of language proficiency and achievement tests, including nonverbal and informal assessment techniques;

6. Knowledge of existing pupil identification, assessment, and language redesignation requirements;

7. Knowledge of, and ability to use, primary language instructional materials and other resources;

8. Knowledge of and skills associated with instruction of specific subject matter or grade level core curriculum;

9. Ability to organize and manage primary language instruction including, when appropriate, the use of bilingual paraprofessionals;

10. Knowledge of the historical and contemporary status of the target language group;

11. Crosscultural skills necessary to interact effectively with children and adults from the target ethnolinguistic minority group; and

12. Knowledge of the nature of and interrelationships between bilingual instruction, English as a second language, and other approaches related to instructing language minority students.

Appendix B: Suggested Competencies for Teachers:

Primary Language Proficiency

Suggested Competencies for Teachers: Primary Language Proficiency

These competencies are suggested as indicators which should be considered when school districts select, adapt, or develop assessment instruments to determine the level of proficiency which individual teachers must possess in the primary language of LEP students to provide such students with academic instruction in and through that language:

1. Individual teachers can understand and speak the target language as evidenced by the ability to:

   A. Use the language fluently and accurately on all levels pertinent to professional needs;

   B. Understand and participate in any conversation within the range of experience of a teacher with a high degree of fluency and precision of vocabulary;

   C. Be understood by the average native speaker even in unfamiliar situations (errors of pronunciation and grammar are infrequent);

   D. Handle informal interpreting from and into the language.

   Attachment 4 contains additional specifications for listening comprehension and oral communication skills.

2. Individual teachers can read and write the target language as evidenced by the ability to:

   A. Read and write all styles and forms of the language pertinent to professional needs;

   B. Read and write moderately difficult prose readily in any area directed to the general LEP student or parent;

   C. Select, adapt, develop, and use all materials in his/her field, including official and professional documents and correspondence;

   D. Read reasonably legible handwriting without undue difficulty; and

   E. Handle informal translation from and into the language.

EXAMPLE OF AURAL/ORAL ASSESSMENT SPECIFICATIONS

	UNACCEPTABLE RANGE			PROFESSIONAL RANGE	
	1	2	3	4	5
A. Comprehension	Cannot be said to understand even simple conversation.	Has great difficulty following what is said. Can comprehend only "social conversation" spoken slowly and with frequent repetitions.	Understands most of what is said at slower-than-normal speed with repetitions.	Understands nearly everything at normal speech, although infrequent repetition may be necessary.	Understands everyday conversation and normal classroom discussions without difficulty.
B. Fluency	Speech is so halting and fragmentary as to make conversation virtually impossible.	Usually hesitant; often forced into silence by language limitations.	Speech in everyday conversation and classroom discussion frequently disrupted by the search for the correct manner of expression.	Speech in everyday conversation and classroom discussions generally fluent, with infrequent lapses while searching for the correct manner of expression.	Speech in every day conversation and classroom discussions fluent and effortless, approximating that of a native speaker.
C. Vocabulary	Vocabulary limitations so extreme as to make conversation virtually impossible.	Misuse of words and very limited vocabulary; comprehension quite difficult.	Frequently uses the wrong words; conversation somewhat limited because of inadequate vocabulary.	Infrequently uses inappropriate terms and/or must rephrase ideas because of lexical inadequacies.	Use of vocabulary and idioms approximate that of a native speaker.
D. Pronunciation	Pronunciation problems so severe as to make speech virtually unintelligible.	Very hard to understand because of pronunciation problems. Must frequently repeat in order to make himself or herself understood.	Pronunciation problems necessitate concentration on the part of the listener and occasionally lead to misunderstanding.	Always intelligible, though may have a definite accent and nonnative intonation patterns.	Pronunciation and intonation approximate that of a native speaker.
E. Grammar	Errors in grammar and word order so severe as to make speech virtually unintelligible.	Grammar and word-order errors make comprehension difficult. Must often rephrase and/or restrict himself or herself to basic patterns.	Makes frequent errors of grammar and word-order which occasionally obscure meaning.	Occasionally makes grammatical and/or word-order errors which do not obscure meaning.	Grammatical usage and word order approximate that of a native speaker.

Appendix C
Sample Format for Application to SDE
for Approval of Local Designation Criteria and Procedures

Full application

Abstract (one page, summarizing the application)

1. **District setting and need:** (brief description of the district's shortage of teachers, the numbers of teachers in training, and the proposed use of Option 3 to remedy part or all of the shortage of qualified teachers).

2. **Areas selected for designation:** (Teachers for English language development, and/or primary language [list language(s)])

3. **Procedures to be employed** for assessment, designation, record-keeping.

4. **Assessment(s):** Describe instruments to be used, including information regarding their development (pilot and field tests) and the extent to which each of the suggested competencies are assessed (a table showing item correspondence with the competencies, or similar description), and procedures for administration, scoring, and test security.

   a. **Validity:** State claims for content, criterion or predictive validities of the assessment(s). Provide data to support the claims of validity.

   b. **Reliability:** State claims for test-retest, inter-item, inter-form, inter-rater and/or other reliabilities [appropriate to the types] of assessment being used]. Provide data to support the claims of reliability.

   c. **Passing Scores:** Describe passing scores for all assessments, with appropriate rationale and supporting data.

5. **Follow-up evaluation:** Provide a description of how the three-year follow-up evaluation of locally-designated teachers will be conducted, describing procedures, standards and documentation.

USE TABLES TO DISPLAY DATA. Label all tables and number them sequentially.

Submit the above for Department of Education review, and include:

1. Copies of any assessments to be used, including observation and interview protocol(s), checklist(s), or similar instrument(s)
2. Qualifications of persons who will conduct any interviews, observations and evaluations.
3. Schedule of follow-up evaluation.

Note: For a lead district applying for a consortium, use this full application and submit a list of participating districts and information on items 2-5, as appropriate.

Appendix C
Sample Format for Application to SDE
for Approval of Local Designation Criteria and Procedures

Short application

(For districts applying to use assessments of other agencies, or in a consortium with a county office of education or other districts)

Abstract (one page, summarizing the application)

1. **District setting and need:** (brief description of the district's shortage of teachers, the numbers of teachers in training, and the proposed use of Option 3 to remedy part or all of the shortage of qualified teachers).

2. **Areas selected for designation:** (Teachers for English language development, and/or primary language [list language(s)])

3. **Procedures to be employed**: for assessment, designation, and record-keeping.

4. **Assessments**: indicate those to be conducted by a consortium or other agency. Describe fully any assessment(s) to be conducted by the district itself, including all information required for the **FULL APPLICATION** (above), items 4a, b, c, for the district-administered assessment(s), and procedures for administration, scoring, and test security.

5. **Follow-up evaluation:** Provide a description of how the three-year follow-up evaluation of locally designated teachers will be conducted, describing procedures, standards and documentation.

Attach a Memorandum of Understanding, signed by the district and the agency agreeing to conduct assessments for teachers of the applicant district, including an outline of the responsibilities of the district and the agency for assessments, designation, record-keeping, and test security. Add an assurance that the technical information on the assessment(s) (per items 2-5 of the **Full Application**) will be submitted to the Department by the **lead agency**. That agency will also submit a list of districts participating in the consortium.

Appendix D
CTC and Department of Education
Staffing Options for Services to LEP Students

WHO CAN TEACH LIMITED ENGLISH PROFICIENT (LEP) STUDENTS

CTC CURRENT CREDENTIALS OR OPTIONS

	Certification or Credentials	ESL	Subject Matter	Primary Language
A	MS/Bilingual Emphasis	X	K-12 self-contained	X
B	Emergency Bilingual Emphasis Credential - MS/SS	X	Tied to basic BA, CBEST, Statement of Need and Language (3. FSI)	X
C	SS/Bilingual Emphasis	X	K-12 departmentalized in subject(s) on credential	X
D	Bilingual Certificate of Competence	X	Tied to basic	X
E	Bilingual Specialist	X	All	X
F	Language Development Specialist	X	Tied to basic	With bilingual aide (1)
G	ESL - Supplementary Authorization	X		With aide[1]
H	Bilingual Waiver (2) as of 6-30-87 (LDS regs)	X until 8-15-93	Tied to basic until 8-15-93	With bilingual aide until 8-15-93 (1)
I	Sojourn Credential for foreign trained teachers		Foreign language instruction, cultural enrichment or bilingual instruction in the area of their basic training.	X

SDE CURRENT OPTIONS

J	State Dept. of Education Approved Local Designation (3)	X	Tied to basic	X
K	Local Plans to Remedy Shortage	X Must become credentialed (A-G, I or J above) in a specific number of years or qualify for local deals.	Tied to basic	X With aide
L	Board Waiver	Could waive instructional program requirements; item by item relief.		
M	SDE approved exemption for district by demonstrating positive education results for LEP students through academic achievement results. Could waive any or all features of program.			

SDE PROPOSAL FOR DISTRICTS

N	Fewer than 51 LEP of a single language group, as long as there is no school with more than 20 of the same language group in the district. Different program and staffing requirements. Regulations being developed.

(1) These teachers-in-training (or their future replacements) should be reflected in the districts Plan to Remedy Shortage (option "K").

(2) Teachers who had an approved bilingual waiver as of 6-30-87 and had passed Culture and Methodology.

(3) Non-transferable unless district accepts other local districts' designated criteria.

Appendix E

Commission on Teacher Credentialing-approved Assessor Agencies

Agency or Institution	Contact Person	Languages
MERCED COUNTY SUPERINTENDENT OF SCHOOLS Bilingual Education Department 632 W. 13th Street Merced, CA 95340	Ms. Margaret Garcia (209) 385-8406	Hmong Portuguese
NATIONAL HISPANIC CENTER/BABEL 255 E. 14th Street Oakland, CA 94606	Dr. Carmen Canales (415) 451-0511	Spanish
SAN DIEGO STATE UNIVERSITY School of Education San Diego, CA 92182	Dr. Alberto Ochoa (619) 594-5155	Pilipino Vietnamese
SAN FRANCISCO UNIFIED SCHOOL DISTRICT 300 Seneca Avenue San Francisco, CA 94112	Ms. Ligaya Avenida	Cantonese
UNIVERSITY OF LAVERNE Division of Education and Professional Studies 1950 Third Street LaVerne, CA 91750	John G. Mainiero (714) 593-3511 Ext. 270	Armenian
COOPERATIVE PERSONNEL SERVICES 191 Lathrop Way, Suite A Sacramento, CA 95815	Glenn McClung or Susan Yee (916) 924-2300	Spanish

Effective 1-1-84, all assessments must be completed by one of these agencies. Passing scores must be used for credentialing purposes within five years of the test date.

II-C-5
9/89

State of California
COMMISSION ON TEACHER CREDENTIALING
Box 944270, Sacramento, CA 94244-2700
(916) 445-7254 (12:30-4:30 p.m.)

LANGUAGE DEVELOPMENT SPECIALIST CERTIFICATE

LDS EXAMINATION INFORMATION BULLETINS are available from the Commission on Teacher Credentialing. The Bulletin includes registration materials and detailed information about the examination.

ADDITIONAL INFORMATION

About Requirements for the LDS Exam or Certificate:
Dr. Douglas Barker
Commission on Teacher Credentialing
1812 - 9th Street
Sacramento, CA 95814-7000
(916) 327-0586

About the Administration of the LDS Exam:
Glenn McClung or Susan Yee
Cooperative Personnel Services (CPS)
Test Research and Administration
191 Lathrop Way, Suite A
Sacramento, CA 95815
(916) 924-2300

About K-12 Program Options & Staffing Requirements:
Local district or county personnel officer or bilingual officer, or
Bilingual Education Office
State Department of Education
721 Capitol Mall, 2nd Floor
Sacramento, CA 95814
(916) 445-2872

References:
Education Code Sections 44475-81, 52130-36, 52163, and 52171.6
Title 5 Regulations Sections 80065-65.1

FEES:
$100 for entire examination
$35 for retaking the Objective Section only
$75 for retaking the Essay Section only

SCORES: The test results will be mailed four to five weeks after the examination. An individual must have passing scores in all sections of the examination before he or she may apply for the LDS Certificate. Passing scores remain valid for five years from the test date.

LOCATIONS FOR THE EXAMINATION: You will be notified of the specific location after you have registered for the examination.
San Francisco Bay Area
Central San Joaquin Valley Area
Los Angeles Basin Area

EXAMINATION DATES:	REGISTRATION DEADLINES:
November 18, 1989	October 13, 1989
April 28, 1990	March 30, 1990
July 21, 1990	June 22, 1990
November 17, 1990	October 12, 1990
April 27, 1991	March 29, 1991

INSTITUTIONS WITH COMMISSION-APPROVED LDS PROGRAMS:
California State University, Bakersfield
California State University, Fresno
California State University, Los Angeles
California State University, Sacramento
San Diego State University
San Francisco State University
San Jose State University
Fresno Pacific College
University of the Pacific
University of Southern California